

Butchertown
redevelopment
a
report on
the program

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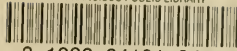
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A REPORT ON
THE BUTCHERTOWN REDEVELOPMENT PROGRAM

BACKGROUND

History. One hundred years ago in March 1868, the California legislature sold to three San Franciscans most of the area that is now Butchertown in order for them "to carry on and maintain the business of slaughtering beef cattle, hogs, sheep and calves". Thus, Butchertown began.

Since then, the area has been characterized by (1) the establishment of many of the City's meat packing businesses which now are housed in old and obsolete structures, (2) the haphazard filling of the area which was mostly under water and (3) the location of several kinds of other businesses, including auto wrecking operations which were attracted by cheap land and a permissive situation for burning and haphazard open storage.

In 1965 the Greater San Francisco Chamber of Commerce, concerned about the problems of retaining blue collar employment in the City, surveyed several locations for developing new industrial sites. It was found that Butchertown offered the best location if it could be properly redeveloped. To this end, the Chamber of Commerce provided funds to the Redevelopment Agency for the preparation of an application for Federal funds to undertake detailed survey and planning work. Funds for this work were made available on June 1 1967. The survey and plans prepared are contained in Part I of the Application for loan and Grant for the Butchertown Redevelopment Project.

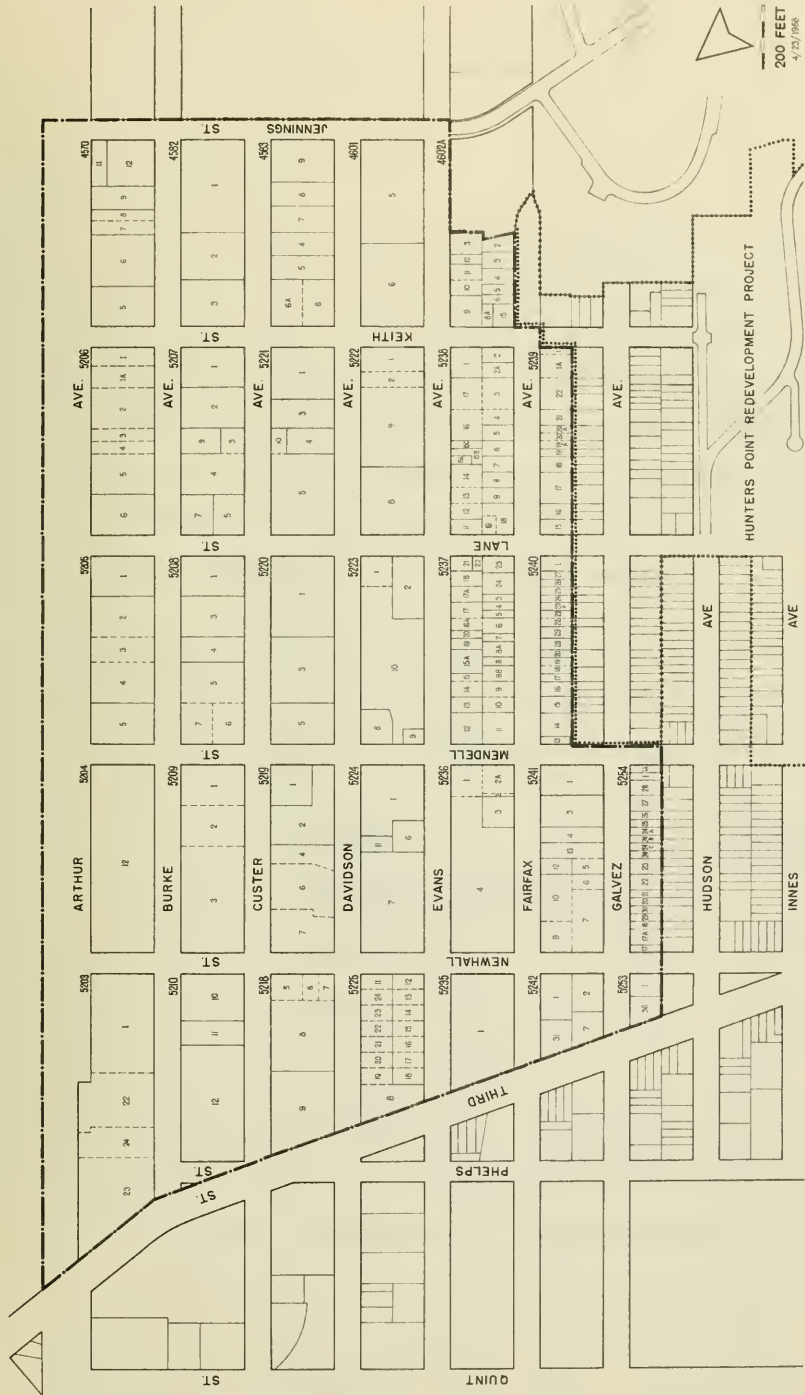
The Project Area is bounded on the west by Third Street, on the north by Arthur Avenue, on the east by Jennings Street, and on the south by the lower slopes of the Hunters Point Ridge. (A map of the Project Area is presented on the next page.)

Objective of Project. The main objective of the Butchertown Project is the creation of jobs for the unemployed and underemployed residents of the Bayview-Hunters Point community.



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LEGEND

— PROJECT BOUNDARY

BUTCHERTOWN REDEVELOPMENT PROJECT

PROJECT AREA BOUNDARIES

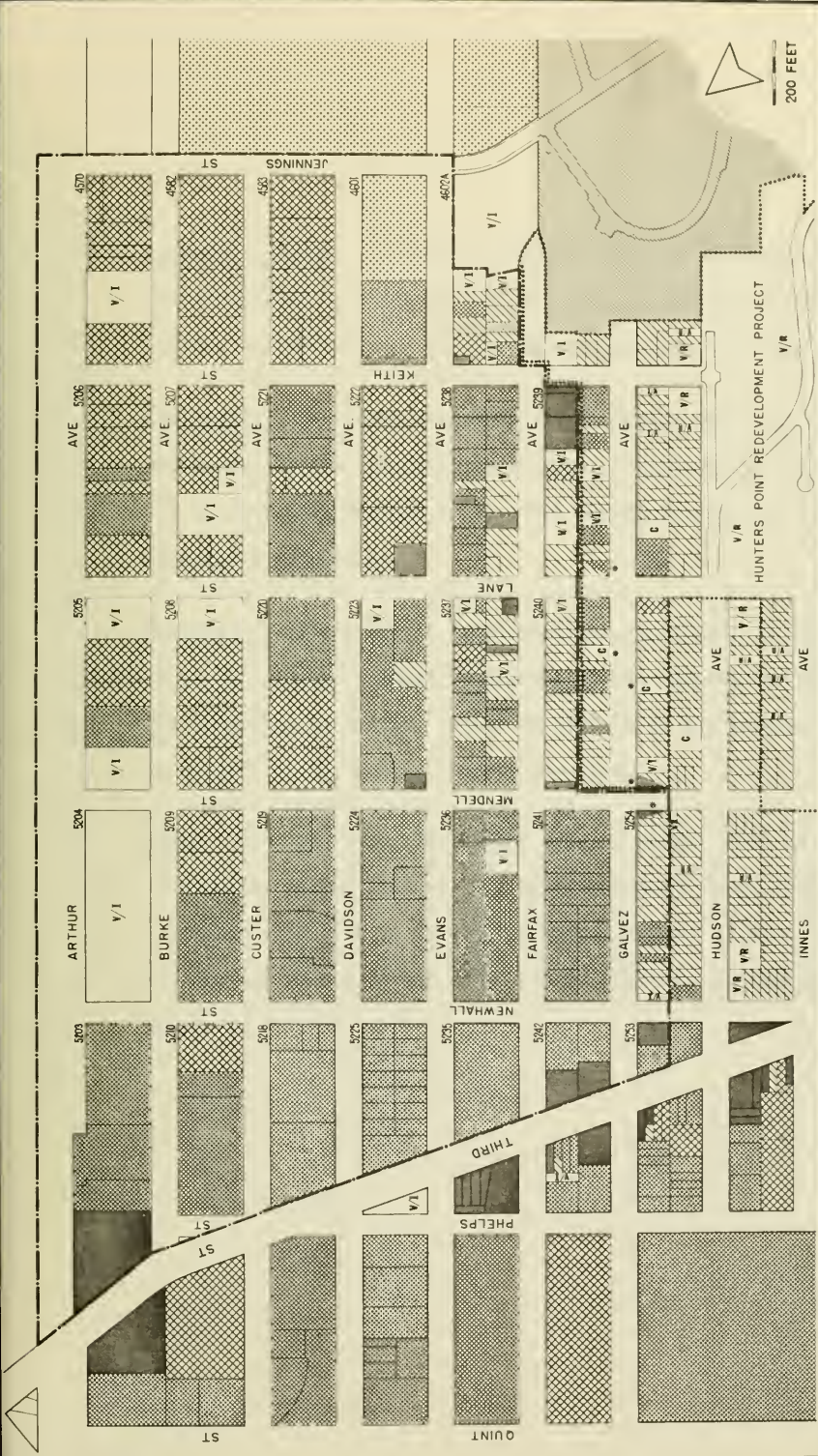
EXISTING CONDITIONS

Land. Butchertown's 125.5 acres are badly used and underused. About 48 percent of the area is used industrially, principally by the meat packers and renderers, some metal fabricators and auto wreckers. Including Arthur Avenue, 40 percent of the area is in streets, most of which are "paper streets" which have never been developed. Another 6 percent of the area is vacant or unimproved land. A small part is used residentially (4 percent) and an even smaller part is used commercially (2 percent). (See following page for map of existing land use.

Buildings. Each of the 309 buildings in the Project Area was surveyed by experienced inspectors from the City's Bureau of Building Inspection. Based upon this survey, the findings are summarized below:

<u>Structural Condition</u>	<u>Number of Buildings</u>
Substandard, warranting clearance	236
Other deficient	34
Sound	<u>39</u>
	309

Thus, 76 percent of the buildings are structurally substandard to a degree requiring clearance. Another 11 percent have lesser deficiencies and about 13 percent were found to be in sound condition.



BUTCHERTOWN REDEVELOPMENT PROJECT

EXISTING LAND USE

- LEGEND
- COMMERCIAL
 - ▨ PRIVATE RESIDENTIAL
 - ▩ PUBLIC RESIDENTIAL
 - ▧ INDUSTRIAL UNIMPROVED
 - ▦ INDUSTRIAL VACANT
 - ▥ MIXED USE
 - ▤ CHURCH
 - ▣ PUBLIC UTILITY
- BUTCHERTOWN PROJECT BOUNDARY
 HUNTERS POINT PROJECT BOUNDARY

Commercial Firms. The area presently contains 109 business and industrial establishments of which 10 involve meat processing and related activities. Another 42 firms are in the automobile wrecking and scrap metal business.

Employment. The above commercial firms employ about 1,400 people. Of these, nearly 600 are employed in meat processing and related firms, 100 in auto wrecking and scrap metal establishments and 700 in other industrial activities.

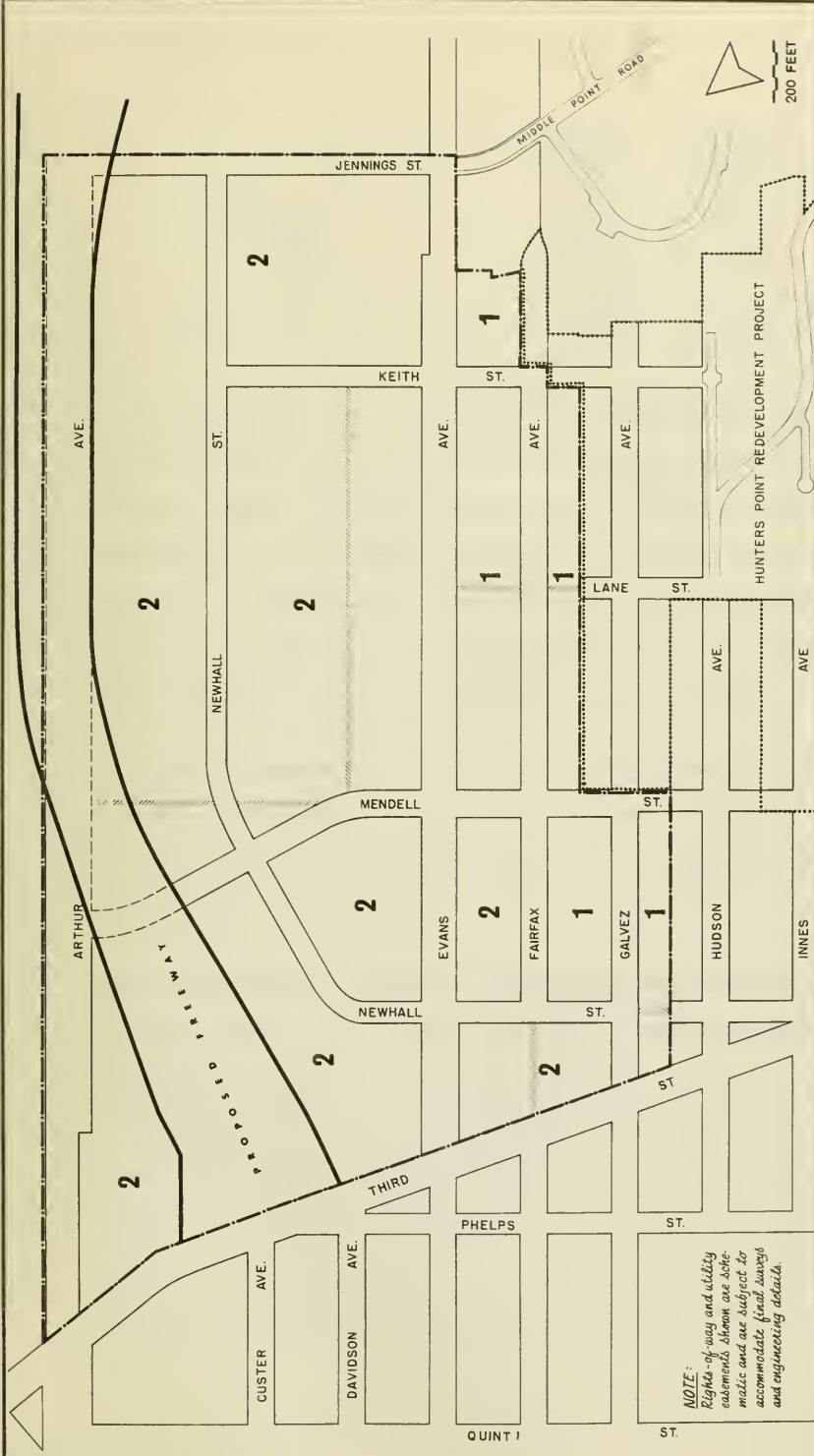
Households. There are 81 dwelling units containing 77 households with about 153 people. Almost 63 percent of the housing is renter-occupied and 5 percent is vacant. About 58 percent of the households and 40 percent of the population are nonwhite.

Soils. Although a portion of the area is stable, most of it consists of imported fill placed on an almost continuous basis during the past 65 years. The fill is made up of various kinds of dirt, rock, trash and garbage placed on Bay mud. Severe differential settlement is likely in such areas.

PLANS AND PROPOSALS

Redevelopment Plan. One of the principal objectives of the Butchertown Project as identified in the Redevelopment Plan is to encourage the development of labor-intensive industries for the purpose of providing employment opportunities for residents of the Bayview-Hunters Point community. Many physical improvements are essential to prepare the area for such development.

The plan for Butchertown calls for a new street pattern to accommodate parcels for new industrial development, to handle the traffic, and to relate to the surrounding street system. As the Land Use Plan on the following page indicates, the proposed Hunters Point Freeway will run along the northern boundary of the Project Area. With the freeway built on a structure, Arthur Avenue would be improved its entire length to serve both the Project Area and the new port facility being developed by the Port Authority. Evans Avenue, which is the main trafficway through the project and which connects Third Street with the Navy Yard, is to be widened and improved as an industrial boulevard. The new street pattern will permit a much more efficient use of land; not only will the percentage of area used for local streets drop from 40 to 25 percent but, even with 17.6 acres allocated for the freeway, there will be a net gain of 5.6 acres for private development. In summary, the net adjustments in acreage follow:



LEGEND

- 1 DISTRICT 1 : LIGHT INDUSTRY
- 2 DISTRICT 2 : MAJOR INDUSTRY
- ~~~~~ UTILITY EASEMENT

--- PROJECT BOUNDARY

BUTCHERTOWN REDEVELOPMENT PROJECT

LAND USE PLAN

MAP 1

	<u>Existing</u>	<u>Proposed</u>	<u>Change</u>
Net Land	75.2	80.8	+ 5.6
Local Streets	<u>50.3</u> 125.5	<u>27.1</u> 107.9	- 23.2 - 17.6
Freeway	<u>0.0</u> 125.5	<u>17.6</u> 125.5	+ 17.6 0.0

The Redevelopment Plan establishes two basic districts. District 1 is for light industry and is located along the southern portion of the Project Area where it adjoins the Hunters Point Project. With few exceptions, this district contains all of the property proposed for retention and rehabilitation. It would also accommodate new sites for those establishments which are located within the rights-of-way for the new street pattern and freeway north of Evans Avenue as well as sites for relatively small new plants.

District 2, primarily north of Evans Avenue, accommodates major new industries requiring larger sites and allows more intense development than in District 1. The bulk of new employment anticipated for the project would occur in District 2.

In the Project Area, there are presently ten firms which involve meat processing or related activities. The buildings and stockyards are in generally poor condition, old, and of obsolete design in terms of contemporary methods for processing meat and related products. Their operations involve a general nuisance in terms of odor and problems of waste disposal. However, they represent an important element to the City's economic base and employ almost 600 people. For these reasons, approximately 20 acres are designated in the eastern portion of District 2 for the

development of a new meat processing center. Such an area would meet the needs of not only the Butchertown firms but also those located in Western Addition A-2 and Yerba Buena Center.

Within the two industrial districts, the plan allows for 4.5 acres of retail and business services such as restaurants, branch banking, and professional offices.

Necessary community and public facilities could be located anywhere in the Project Area. Residential use and new warehouses are not permitted.

The Redevelopment Plan establishes standards for intensity of development (floor-area ratios), height, off-street parking and loading, and setbacks. It also establishes procedures for the review of architectural and landscape plans.

The Redevelopment Plan, prepared in consultation with the Department of City Planning, is based upon the Preliminary Plan for the Butchertown Redevelopment Project formulated by the City Planning Commission, upon the Land Utilization and Marketability Study, and upon an engineering study of soil conditions.

Acquisition and Retention-Rehabilitation. Within the project, there are 168 parcels with 309 buildings. A summary of the actions to be taken with regard to these buildings follows:

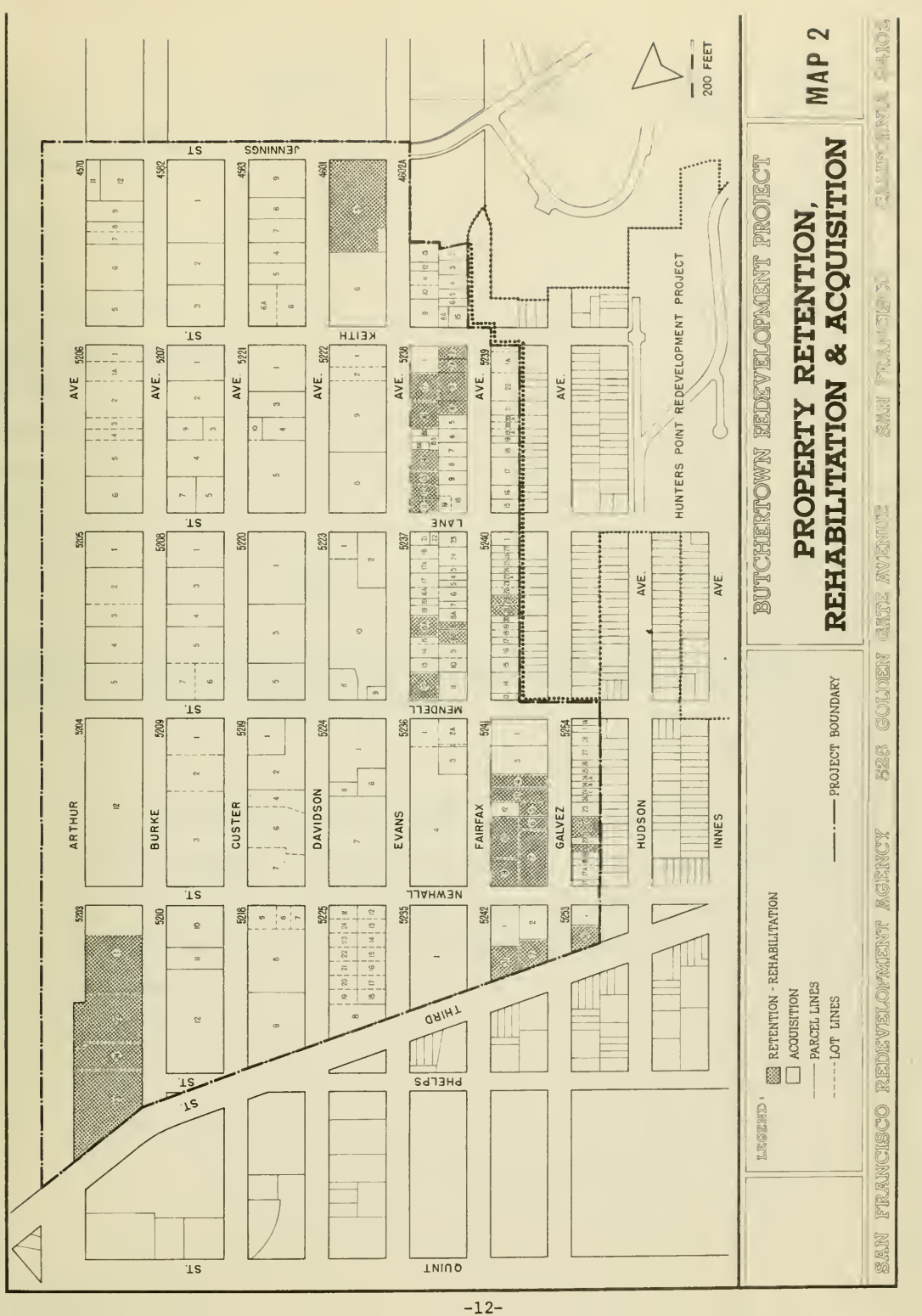
<u>Clearance</u>	276
Substandard	236
Blighting Influence	7
Planning Reasons	33
<u>Retention-Rehabilitation</u>	<u>33</u>
	309

Parcels to be acquired and to be rehabilitated through owner-participation agreements are identified on the map on the following page.

	<u>No. of Parcels</u>	<u>No. of Acres</u>
Acquisition	146	60.3
Retention-Rehabilitation	<u>22</u>	<u>14.9</u>
	168	75.2

The revision of the Project Area's street pattern will result in the acquisition of an additional 22.2 acres. Thus, the total acquisition program involves 82.5 acres.

Relocation. The Butchertown program provides a location for a new meat processing center in the Project Area for the meat packing businesses. The program would also provide new sites for most other businesses to be displaced. Auto wreckers, scrap metal and used tire dealers, which make up more than half of the businesses which will be displaced, are the notable exception, and these must be displaced off site. The Agency's staff presently is working with the City Planning Department in planning for the relocation of these businesses in other parts of the City. The table on page 13 summarizes the relocation of businesses in the Project Area.



<u>Type of Firm</u>	<u>Number of Businesses in Project Area</u>	<u>Number to be Displaced</u>	<u>Number Scheduled for Retention</u>	<u>Use Permitted By Plan</u>	<u>Present Employees Per Acre</u>
wreckers, scrap metal & ed tire dealers	42	42	0	No	04.2
king	4	4	0	No	*
rice station & auto repair	6	4	2	Yes	14.1
processing & allied	10	9	1	Yes	36.9
icating, metal processing, odworking & machinery nufacturing	15	4	11	Yes	66.4
housing & wholesale	8	3	5	**	07.1
ellaneous retail	5	4	1	***	11.4
tractors & machinery ales & service	14	8	6	Yes	*
ellaneous	5	4	1	***	03.3
	<u>109</u>	<u>82</u>	<u>27</u>		

*Employment level fluctuates and/or most employment occurs out of Project Area.

**Permitted use for businesses operating in Project Area at time Plan is adopted.

***Depends upon nature of particular business.

All of the residents will be rehoused. Compared to other projects, the number of residents in Butchertown is small: 62 families and 15 individuals. In addition to other relocation aids, priority for new housing in the Hunters Point Project Area will be available to displaced Butchertown residents.

Project Improvements. Undergrounding existing overhead utilities and the provision of new traffic signals, police and fire alarms, street lighting, auxiliary water supply lines, and, as required, new water mains and sewers will be included in project improvements.

Of all of the Project Area streets north of Evans Avenue, only one block is presently improved. A new street system will be constructed north of Evans Avenue. South of Evans Avenue, where street alignments will not be changed, widening and installing new utilities will still require reconstruction. The map on page 7 shows this new street pattern. All Project Area streets will be designed for industrial traffic. Evans Avenue, widened and improved as an industrial boulevard with a planted divider, will accommodate heavy two-way traffic.

Design of improvements will take into account soils conditions. Wherever possible, earth fill surcharge loads of several feet above final grade will be imposed on land in the Project to consolidate the underlying materials. After an area is compacted, the surcharge may be removed and placed as fill in other below-grade areas. Where time will not permit compaction in this manner, it will be necessary to resort to greater use of pilings in building construction.

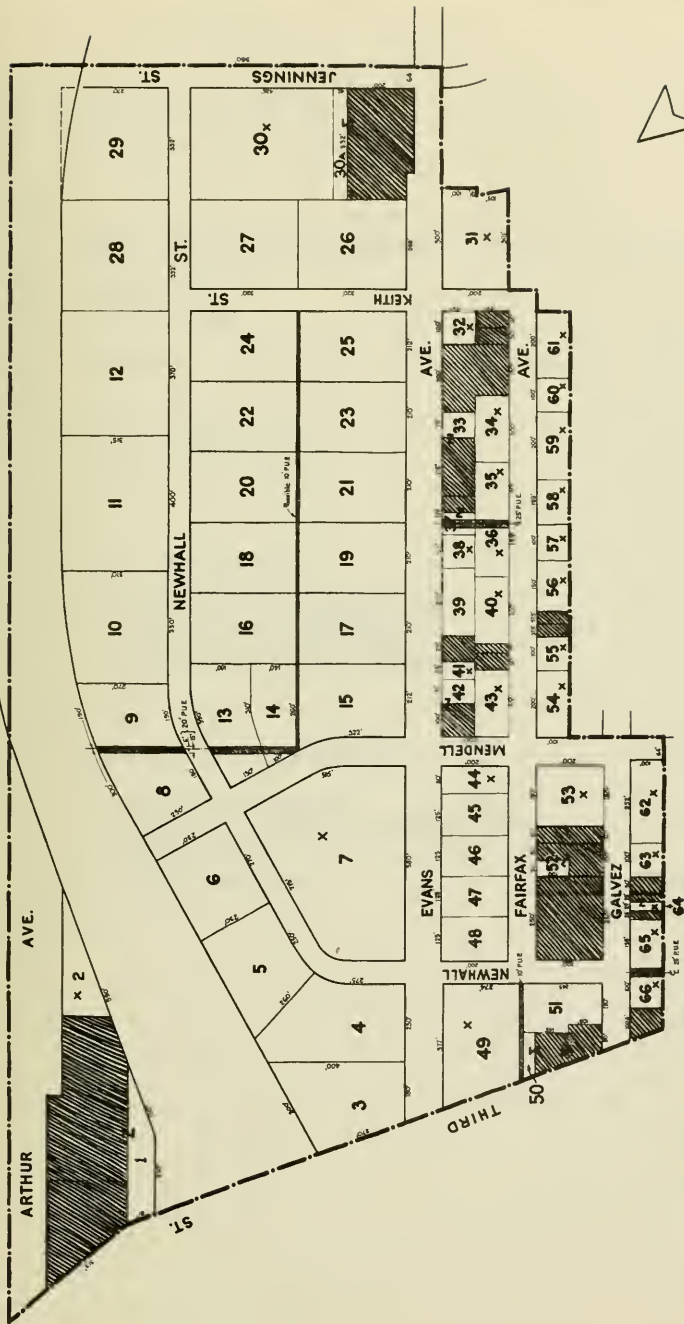
Land Disposition. In redeveloping Butchertown, 43.0 acres will be retained in present use or ownership as streets or retention parcels, and the Agency will dispose of 82.5 acres as follows:

for streets and freeway	11.8 acres
for new development	70.7 acres

The Land Utilization and Marketability Study made for the Agency finds that Butchertown is a logical location for an industrial park. But it cites aspects of redeveloping the area which will be problems to overcome and which will affect the price of land sold by the Agency: (1) adverse soils conditions, (2) the historic poor image of the area, and (3) the job generating condition of redevelopment which rules out many uses to which the land normally would be put.

The study examined the Agency's objective of maximizing job opportunities and determined that "demand can be created among manufacturing and other relatively labor-intensive industrial firms ... to yield between 50 and 60 jobs per acre of land to be sold". Accordingly between 3600 and 4300 jobs will be produced.

The exact size and shape of parcels will be fitted to the requirements of the developers who purchase the land. The map on the following page illustrates how the land might be divided for disposition.



LEGEND :

- PARCEL FOR OWNER PARTICIPATION
- PARCEL TO BE DEMOLISHED
- PARCEL TO BE SUBDIVIDED
- PARCEL TO BE ADJOINED OR
- ASSUME NO FURTHER
- SUBDIVISION OF PARCEL
- ASSUME PARCELS MAY BE
- DEVELOPED INTO TWO PARCELS
- (neither of which would be
- less than 1/2 acre)

Note:
Parcel and Address
Services set up to
18,000 \$ may be allocated
on any disposition parcel
and may be subdivided
from any parcel designated
for

BUTCHERTOWN REDEVELOPMENT PROJECT **TENTATIVE DISPOSAL MAP**

W.M./J.B.G.
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Cost Estimates and Financing

(in millions of dollars)

1. Agency Expenditures	36.1
City and State Expenditures	<u>2.0</u>
GROSS COST	38.1
Sale of Land	<u>- 6.5</u>
NET COST	31.6
2. Local Share (1/3)	10.5
Federal Share (2/3)	<u>21.1</u>
	31.6
3. Local Share (1/3)	
City and State Expenditures	2.0
Real Estate Tax Credits	0.7
Credits from other projects	<u>7.8</u>
	10.5
4. Federal Grant Requirements	
Federal Share (2/3)	21.1
Adjust for credits from other projects	<u>7.8</u>
Capital Grant	28.9
Relocation Grant	<u>1.5</u>
	30.4

A JOINT PLANNING PROGRAM

The program for redeveloping Butchertown is the product of close collaboration between Agency staff and public and private groups. Private groups include the following:

- (a) The Bayview-Hunters Point Joint Housing Committee which represents residents of the area and which has participated in planning for the area.
- (b) The Greater San Francisco Chamber of Commerce which has contributed both money and substantial research data for project planning.
- (c) Businessmen of the Project Area who supplied data on the nature of their businesses and who have met with the Agency staff singly or together during planning.
- (d) The Butchertown Home Owners and Tenants Association.
- (e) The Beekhuis Committee, a subcommittee of the Blythe-Zellerbach Group which has supported and assisted the Agency staff in Butchertown planning.
- (f) S.P.U.R. (San Francisco Planning and Urban Renewal Association).

Public groups include the following:

- (a) The San Francisco Department of City Planning.
- (b) The San Francisco Department of Public Works.
- (c) The San Francisco Port Authority.
- (d) The California State Division of Highways.
- (e) The Office of the Mayor which administers a special program, funded by the United States Economic Development Administration, for measuring the extent and nature of unemployment and underemployment in the area and for devising training programs to equip the residents of the Bayview-Hunters Point area for the jobs to be created in the redeveloped Butchertown. PACT (Plan of Action for Challenging Times) is carrying out this study for the Mayor's Office.

TIME SCHEDULES

Pre-Execution

Submittal of Part I to HUD	November 1968
Public Hearings	January 1969
Project Execution Begins	February 1969

Project Activities

1. Rehabilitation	Mar 1969 - Feb 1972
2. Land Acquisition	May 1969 - Jan 1972
3. Relocation	Apr 1969 - Jun 1972
4. Demolition and Clearance	Aug 1969 - Oct 1972
5. Site Preparation	Aug 1969 - Jul 1973
6. Disposition of Land	Aug 1969 - Jan 1973



